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ABSTRACT

This report presents the findings and recommendations of the North Dakota Council on Vocational Education on the effectiveness and adequacy of the state vocational education delivery system in carrying out the purposes of two federal acts, along with the coordination that took place between the two acts. The acts are the Carl D. Perkins Vocational Education Act and the Job Training Partnership Act, which together provided nearly $10 million to assist North Dakota in offering training and retraining opportunities to meet the employment and training and vocational-technical education needs of the state. The report provides a detailed account of the purposes and implementation of both acts and of their coordination and includes the following recommendations: (1) the state should intensify its efforts to coordinate the various agencies providing training and vocational-technical education to adults, particularly displaced workers, single parents, older workers, and other at-risk adults; (2) the state should find out how to operate mobile laboratories for adult training; (3) additional consumer and homemaking education curriculum should be developed; (4) the state should try to eliminate sex bias in job training and job placement; (5) the state should assess training needs for prison inmates; (6) more coordination between agencies offering training under the Governor's Employment and Training Forum should be sought; and (7) marketing strategies should be developed to improve the image and public awareness of vocational-technical education. (KC)

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Vocational-Technical Education

Preparing a Work Force For the Challenges Of the 1990s and Beyond

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Evaluation Report of the
North Dakota Council on Vocational Education

January 1987

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The Council on Vocational Education is a private sector led citizens advisory group. Members are appointed by the Governor and represent business, industry, labor, agriculture, and education. The primary responsibility of the Council is to advise the Governor, the Governor's Employment and Training Forum, the State Board for Vocational Education, and the business community on policies and initiatives that should be pursued to strengthen and modernize vocational-technical education.

Vocational-Technical Education

Preparing a Work Force
For the Challenges
Of the 1990s and Beyond

Evaluation Report
North Dakota Council on Vocational Education
Liberty Memorial Building
Bismarck, North Dakota 58505
701-224-2080

January 1987

NORTH DAKOTA COUNCIL ON VOCATIONAL EDUCATION
Liberty Memorial Building — 3rd Floor
State Capitol Grounds
Bismarck, North Dakota 58505
(701) 224-2080

January 20, 1987

The Honorable George A. Sinner
Governor of North Dakota
Executive Office, State Capitol
Bismarck, North Dakota 58505

Dear Governor Sinner:

The Council on Vocational Education is pleased to present this report on "Vocational-Technical Education: Preparing a Work Force for the Challenges of the 1990s and Beyond."

North Dakota has a philosophy that vocational-technical education is a federal concern, a state responsibility, and a local operation. The federal government expresses its concern for vocational-technical education through the enactment of federal legislation which provides funds to effect the necessary changes in society. As the needs of society change, so do the purposes of federal legislation.

During FY1986, the Carl D. Perkins Vocational Education Act and the Job Training Partnership Act provided nearly $10 million to assist North Dakota in offering training and retraining opportunities to meet the employment and training and vocational-technical education needs of the state.

This report presents the Council's findings and recommendations on the effectiveness and adequacy of the vocational education delivery system in carrying out the purposes of these two Acts, along with the coordination that took place between the two Acts.

It is the view of the Council that the recommendations presented in this report will assist the state in preparing a work force for the challenges of the 1990s and beyond. The Council looks forward to working with you, the Governor's Employment and Training Forum, and the State Board for Vocational Education to assist in the implementation of these recommendations.

Sincerely,

Lois Schneider

Lois Schneider
Chairperson

INDEX

Page

INTRODUCTION 5

PART ONE – CARL D. PERKINS VOCATIONAL EDUCATION ACT 8
- – ACCESSIBILITY FOR SPECIAL POPULATIONS
  - HANDICAPPED AND DISADVANTAGED
  - ADULTS
  - SINGLE PARENTS/HOMEMAKERS
  - ELIMINATION OF SEX-ROLE STEREOTYPING
  - INCARCERATED
- – IMPROVEMENT OF QUALITY VOCATIONAL EDUCATION
- – PRIVATE SECTOR COOPERATION
- – ACADEMIC FOUNDATIONS
- – TRAIN, RETRAIN, AND UPGRADE WORKERS
- – ECONOMICALLY DEPRESSED
- – GUIDANCE, COUNSELING, AND PLACEMENT
- – CONSUMER AND HOMEMAKING

PART TWO – JOB TRAINING PARTNERSHIP ACT (JTPA) 21
- – JOB TRAINING FOR THE DISADVANTAGED
- – SUMMER YOUTH PROGRAM
- – DISLOCATED WORKER PROGRAM
- – ADMINISTRATION
- – TRAINING FOR OLDER WORKERS
- – INCENTIVE GRANTS
- – STATE EDUCATION COORDINATION GRANTS

PART THREE – JTPA/VOCATIONAL EDUCATION COORDINATION 25
- – COORDINATION RESPONSIBILITIES
- – COORDINATION FUNDS
- – COORDINATION OF TERMINOLOGY

PART FOUR – EXECUTIVE SUMMARY 29

APPENDICES 34
- A – RELATIONSHIP BETWEEN THE PERKINS ACT AND JTPA
- B – APPROVABLE ACTIVITIES UNDER TITLE IIB – PERKINS ACT
- C – GLOSSARY

INTRODUCTION

INTRODUCTION

The Council on Vocational Education is required by law to evaluate the vocational-technical education delivery system supported by federal funds and to report the findings and recommendations to the Governor, State Board for Vocational Education, State Job Training Coordinating Council, and the U.S. Secretaries of Education and Labor.

This evaluation was designed to determine:

- The effectiveness and adequacy of the North Dakota vocational-technical education delivery system assisted by the Carl D. Perkins Vocational Education Act in carrying out the purposes of that Act.
- The effectiveness and adequacy of the North Dakota vocational-technical education delivery system assisted by the Job Training Partnership Act (JTPA) in carrying out the purposes of that Act.
- The effectiveness and adequacy of the coordination that takes place between the two Acts.

The process for conducting the evaluation began in January 1986, with the Council on Vocational Education's Committee on Evaluation recommending that an Evaluation Strategies Workshop be conducted in conjunction with the Governor's Employment and Training Forum. The Forum, which serves as the State Job Training Coordinating Council, is also responsible for evaluation functions relating to vocational-technical education and employment and training.

The purpose of this workshop was to identify the major issues relating to vocational-technical education, JTPA, and the coordination between these entities. The workshop attracted 26 state and local leaders in vocational-technical education and employment and training, including representatives from business, industry, and labor. During the workshop, 140 ideas, issues, and concerns were generated, with 15 emerging as the most criticial. These include:

Vocational-Technical Education Issues

- The need to update curriculum, staff, and facilities due to technological changes.
- The need for better linkages between Regional Employment and Training Committees and local Vocational Instructional Program (VIP) Advisory Committees.
- The need to better define the roles and responsibilities of job training and vocational-technical education so as to create greater linkages.
- The need for greater public awareness, especially among educators, of the role and status of skilled people in our society, such as technicians, and a greater appreciation of vocational education's role in preparing people for those roles in our society.
- The need for better coordination and articulation between secondary education and higher education.

JTPA Issues

- The need to better define the role and authority of the Regional Employment and Training Committees (RETCs) and greater articulation of the needs of the RETCs to the Governor's Employment and Training Forum.
- The need for better coordination among all agencies that provide training programs.
- The need to create a better understanding of the role of the primary service provider who has the overall responsibility of JTPA.
- The need to determine what training to offer.
- The need to provide continuous leadership development for members of Regional Employment and Training Committees and Governor's Employment and Training Forum.

Coordination Issues

- The need for leadership to define the role and responsibility for coordination among Job Service, State Board for Vocational Education, Council on Vocational Education, Governor's Employment and Training Forum, Regional Employment and Training Committees, local education agencies, Social Services, and Vocational Rehabilitation.
- The need for greater clarification of the programs and services provided by the various laws so as to avoid overlap and confusion among the general public.
- The need for greater awareness among RETC members regarding coordination requirements between the Carl D. Perkins Vocational Education Act and the Job Training Partnership Act.
- The need for clear definition of the intent and process of the 8 percent set-aside for coordination.
- The need for a deeper commitment for coordination among all leaders of vocational-technical education and job training, including state leadership.

In addition to addressing several of these major issues, this evaluation addresses each specific purpose of the Perkins Act and JTPA along with the accomplishments made by the state through its respective administrative entities. The accomplishments reported were identified through documentation and interviews provided by the staff of the State Board for Vocational Education, Job Service North Dakota, Governor's Employment and Training Forum, and other individuals with vocational-technical education and employment and training.

Specific recommendations presented in this report were generated by the Council on Vocational Education's Committee on Evaluation. Final adoption of

this report by the full Council was made January 20, 1987.

PART ONE presents the findings and recommendations relating to the Carl D. Perkins Vocational Education Act.

PART TWO presents the findings and recommendations relating to the Job Training Partnership Act.

PART THREE presents the findings and recommendations relating to the coordination that has taken place between vocational-technical education and JTPA.

PART FOUR presents a summary of the recommendations to the Governor, the Governor's Employment and Training Forum, and the State Board for Vocational Education.

PART ONE

The Carl D. Perkins Vocational Education Act of 1984

THE PERKINS ACT

The Carl D. Perkins Vocational Education Act is a significant piece of federal legislation, which provides funds for vocational-technical education. The intent of the act is to strengthen and expand the economic base of the nation, develop human resources, reduce structural unemployment, increase productivity, and strengthen the nation's defense capabilities by assisting the states to expand, improve, and update high-quality programs of vocational-technical education.

The Act outlines eight specific purposes designed:

- To assure access of inadequately served individuals to quality vocational-technical education programs.
- To expand, improve, modernize, and develop quality vocational-technical education programs.
- To promote greater public agency/private sector cooperation in making vocational-technical education more responsive to the labor market.
- To improve the academic foundation of vocational-technical education students.
- To provide vocational-technical education programs to train, retrain and upgrade employed and unemployed workers in the new skills for which there is a demand.
- To assist the most economically depressed areas of the state to raise employment and occupational competencies of its citizens.
- To assist the state to utilize a full range of supportive services; special programs; and guidance, counseling, and placement.
- To improve the effectiveness of consumer and homemaking and reduce the limiting effects of sex-role stereotyping on occupations, job skills, and careers.

This phase of the evaluation is to determine the effectiveness and adequacy of the vocational-technical education delivery system assisted by the Perkins Act in carrying out each of the eight purposes of the Perkins Act. This review is for Fiscal Year July 1, 1985, through June 30, 1986 (FY1986), which is the first year of the Act. This report, therefore, reflects the accomplishments made during the first year. There are several considerations the reader must recognize as they read the report.

- The Perkins act was signed by President Ronald Reagan on October 19, 1984. Proposed rules and regulations were issued within 90 days but only finalized on August 16, 1985, which was 1-1/2 months after the vocational programs were implemented. States were required to develop a three-year State Plan for Vocational Education without the benefit of final rules and regulations.
- Most schools and institutions developed and submitted their annual plans for the 1985-86 school year prior to the development of the State Plan for Vocational Education.
- While the Perkins Act provides for a continuation of federal funding, it must be noted that many of the rules and regulations are significantly different than in previous legislation.
- Schools and institutions are not required to participate in vocational-technical education. This creates somewhat of a dilemma for the state. While the state is ultimately responsible for carrying out the purposes of the Act, it is at the mercy of local schools and institutions to make application for funds to operate the various programs called for by the Act.
- During FY1986, nearly $400,000 were carried forward from FY1985, which were dollars authorized by the Educational Amendments of 1976. The Perkins Act provides discretion for the state to either expend the carryover dollars against the purposes of the Perkins Act or for transition from programs intended to meet the purposes of the 1976 Amendments to meet the purposes of the Perkins Act.
- The State Plan for Vocational Education was developed around specific assurances that were required in the Perkins Act, not around the purposes of the Perkins Act. So, in some instances, the State Plan does not specifically address some of the purposes of the Perkins Act, which the Council is evaluating.

It is, therefore, suggested that FY1986 be viewed as a year in transition.

The following sections address each of the eight specific purposes of the Act, including:

- Accessibility for Special Populations
  - Handicapped and Disadvantaged
  - Adults
  - Single Parent/Homemaker
  - Elimination of Sex-Role Stereotyping
  - Incarcerated
- Improvement of Quality Vocational-Technical Education
- Private Sector Cooperation
- Academic Foundations
- Train, Retrain, and Upgrade Workers
- Economically Depressed
- Guidance and Counseling
- Consumer and Homemaking

ACCESSIBILITY FOR SPECIAL POPULATIONS

The single most significant thrust of the Perkins Act is the Vocational Education Opportunity Program. Known as Title IIA, the program represents 57 percent of the basic grant, which for FY1986 amounted to $2,014,588 including FY1985 carryover. The purpose of this program is to provide funds to assist

states to assure that individuals who are inadequately served under vocational-technical education are provided access to quality vocational-technical education programs.

The Perkins Act requires that states reserve a percentage of their basic grant for programs, services, and activities designed to assist six specific targeted populations: handicapped, disadvantaged, adults, single parent/homemaker, elimination of sex-role stereotyping, and criminal offenders.

HANDICAPPED AND DISADVANTAGED — The Perkins Act provided 10 percent and 22 percent of the basic grant, or $337,296 and $834,052, for vocational-technical education programs, services, and activities for individuals identified as handicapped and disadvantaged respectively. These funds are designed to provide supplemental or additional staff, equipment, materials, and services that are not provided to other individuals and are essential for handicapped and disadvantaged individuals to participate in vocational-technical education programs.

The distribution of handicapped and disadvantaged funds is one of the most significant changes from prior legislation, which at one time allowed the State Board to approve handicapped programs on an as needed basis. The Perkins act requires the state to distribute funds to schools on a specified formula basis. Simply put, every school is eligible for funds based on a proportion of the number of handicapped and disadvantaged students in the school as compared to the number of handicapped and disadvantaged students in the state. In order for schools and institutions to receive their allocation, they were required to make application for specific vocational support programs and services for handicapped and disadvantaged students. If schools or institutions elected not to apply for these funds, new allocations were made based on those who had made application.

The State Board developed allocation tables based on the required formula for distribution of handicapped and disadvantaged funds. They sent letters to all schools and institutions, explaining their eligibility for these funds and the process to be followed to apply for and receive funds to provide support services. "Program Standards for Vocational Special Needs" was sent to schools and institutions to assist them in planning, implementing, and evaluating vocational support services for the handicapped and disadvantaged.

As a result of the allocation formula, 98 schools and institutions were informed of their eligibility for funds to provide handicapped services; 26 schools were funded. This compares to 19 schools and institutions receiving handicapped funds during FY1985. Five schools and institutions expanded the disadvantaged special needs programs to serve handicapped; one new program was implemented. According to State Board enrollment reports, 1010 handicapped students were served, which represents a 21 percent increase over FY1985. With North Dakota being very rural, one problem with the allocation is that the amount of dollars per school tends to be relatively small compared to the effort necessary for the school to receive their allocation. While $3945 was the average allocation for FY1986, one-third of the schools had allocations which averaged less than $650. An additional reason for so few schools and institutions applying for handicapped funds may be the fact that they are required to match their federal allocation with local dollars. Several schools are using local special education dollars for the matching requirement.

As a result of the allocation formula for disadvantaged funds, 156 schools and institutions were informed of their eligibility for funds to provide vocational support services for disadvantaged students; 28 schools were funded. This compares to 24 programs funded during FY1985. Two schools expanded their handicapped vocational special needs program to serve disadvantaged; two new programs were implemented. According to State Board enrollment reports, 3372 disadvantaged students were provided vocational support services, which represents a 23 percent increase over FY1985. Two reasons why only 15 percent of the eligible schools and institutions applied are the 50/50 matching requirement and the relatively small amount of dollars for the small schools. While the average allocation to secondary schools amounted to $4762, approximately one-fourth of the schools had allocations which averaged less than $600.

During FY1986, the State Board expanded vocational special needs services to include work-study as an eligible expenditure, to provide an incentive for schools to make application for the handicapped and disadvantaged funds.

The State Board was involved in a multi-agency effort to develop and promote a model for transitional services for handicapped students. These services were designed to bridge the gap between school and work.

In addition, the State Board updated the "Program Standards for Vocational Special Needs" to reflect the thrusts of the Perkins act. They also expanded the State Interagency Cooperative Agreement to include the Division of Developmental Disabilities.

An effort was made to expand the "Area Vocational Resource Educator Program" in cooperation with Special Education and one of the area vocational centers, but this failed to materialize because of local match requirements.

Commendation: The State Board for Vocational Education is commended for its leadership in creating and expanding vocational-technical education opportunities for disadvantaged and handicapped students.

The overall intent of the funding formula is to

provide evey handicapped student in the state with an opportunity to receive vocational support services. At present, vocational special needs programs tend to be operating in large/urban schools while area vocational guidance programs serve primarily small/rural schools. By coordinating vocational support services and activities for handicapped and disadvantaged students with the "area vocational guidance program," more students would be able to benefit from such services and, thus, be better served by vocational-technical education.

Recommendation: The State Board for Vocational Education should consider integrating the delivery of vocational support services into "area vocational guidance programs" for disadvantaged and handicapped students who do not have access to vocational support services.

There seemed to be some confusion among local school districts in the calculation of the formula which includes, as a factor, the number of handicapped and disadvantaged students enrolled in vocational-technical education programs. For the purpose of distributing funds based on the allocation formula, vocational-technical education should be clearly defined. Does industrial arts or consumer and homemaking count as vocational-technical education? If so, should students who are enrolled in nonreimbursed consumer and homemaking or industrial arts be included in the total? Students enrolled in nonreimbursed programs at institutions of higher education are counted. A clarification in the definition could make a significant difference in the amount of handicapped and disadvantaged funds a school is eligible to receive.

Recommendation: The State Board for Vocational Education should review procedures that schools and institutions use to calculate the allocation formula for the distribution of disadvantaged and handicapped funds.

ADULTS have been identified for the first time as a special targeted group to be served by vocational-technical education, particularly dislocated workers, displaced homemakers, older workers, and high school dropouts. To assist in meeting the unique needs of these adults, the Act set aside 12.5 percent ($456,755) of the basic grant to provide, improve, and expand adult and postsecondary vocational-technical education services and activities to train and retrain adults. The Perkins act outlines six areas for which a state may use these funds, including:

- Services and activities developed in coordination with the state agency administering Title III (Dislocated Worker Program) of the JTPA.
- Additional training under Title III of the JTPA.
- Vocational-technical education programs for training or retraining adults, including programs for older individuals and displaced homemakers.
- Services for adults in other vocational-technical education programs, including the costs of instruction and the costs of keeping school facilities open longer.
- Individuals who have completed or left high school and who are enrolled in organized programs of study for which credit is given toward an associate or other degree, but which are not designed as baccalaureate or higher degree programs.
- Individuals who have already entered the labor market or have completed or left high school and who are not described above.

The Perkins Act provides the state with discretionary authority to select from among these six areas and to fund programs and services in any one or all of the six areas in order to address the unique needs of the state.

As a result of these funds, 23 vocational-technical education programs were offered, including 14 postsecondary, 7 full-time adult, and 2 part-time adult. These programs were a continuation of programs already in existence. Additional attention should be given to dislocated workers, older workers, high school dropouts, and other "at-risk" adults as priorities for adults, as outlined in the Perkins Act.

Traditional vocational-technical education offerings, combined with rigid scheduling, generally do not lend themselves to meeting the unique needs of adults. Special efforts made by some schools and institutions in individualizing the instruction and providing multiple entry dates and specialized curriculum are the types of efforts that need to be promoted.

Several secondary schools are allowing adults to be served alongside high school students or providing special adult classes during the day when the number of high school students is not sufficient to offer a high school class. These efforts are particularly helpful for those adults who are unable to travel long distances for postsecondary programs.

The need to provide vocational-technical education opportunities for adults has grown significantly over the past several years. Declining high school enrollment means fewer youth are entering the labor market. This, in turn, places a greater demand on the population already available to work: including dislocated workers, older workers, displaced homemakers, single parents, and high school dropouts.

In addition, two major industries—energy and agriculture—have suffered economic hardships, which have left many farmers and energy workers without jobs. This economic downturn has had a ripple effect on other businesses, forcing them to either lay off workers or close business altogether. Many of the people affected by these conditions are in need of training and retraining opportunities.

In addition to training and retraining, many of these adults are also in need of personal and career counseling, remedial education, job search assistance, work experience, and other job training and related services. Unlike secondary education and higher education, there exists no single delivery system providing the lifelong learning needs for adults.

Currently, several agencies are providing education and training programs and services for adults. These include the State Board for Vocational Education, institutions of higher education, Department of Public Instruction, Job Service North Dakota, Governor's Employment and Training Forum, and various divisions of the Human Services Department.

With the growing needs of adults, a concentrated effort should be undertaken to:

- Identify the specific needs of adults.
- Determine the most effective method for delivering vocational-technical education and job training programs and services.
- Determine alternative funding sources.
- Determine the most appropriate governance structure.

Recommendation: The state of North Dakota should intensify its efforts to bring the appropriate agencies and institutions together to discuss ways for improving the delivery of vocational-technical education and employment and training programs and services for adults—particularly displaced workers, single parents, older workers, and other "at-risk" adults.

SINGLE PARENTS/HOMEMAKERS are identified for the first time as a special targeted group to be served by vocational-technical education.

The Act provides 8.5 percent ($252,702) of the basic grant to be used to serve individuals who are single parents or homemakers. No local match is required for single parent/homemaker projects. The types of programs, services, and activities include:

- Provide, subsidize, reimburse, or pay for vocational-technical education and training activities, including basic literacy instruction and necessary educational materials, that will give single parents or homemakers marketable skills.
- Make subgrants to eligible recipients for expanding vocational-technical education services where this expansion directly increases the eligible recipients' capacity for providing single parents or homemakers with marketable skills.
- Make subgrants to community-based organizations for the provision of vocational-technical education services to single parents or homemakers, if the state determines that a community-based organization has demonstrated effectiveness in providing comparable or related services to single parents or homemakers, taking into account the demonstrated performance of such an organization in terms of the cost and quality of its training and the characteristics of the participants.
- Make vocational-technical education and training programs more accessible to single parents or homemakers by assisting them with child care or transportation services or by organizing and scheduling programs so that they are more accessible.
- Provide information to single parents or homemakers to inform them of vocational-technical education programs and related support services.

A 25-member Assessment Task Force was formed to discuss the needs of single parents/homemakers and make recommendations for the expenditure of these funds. Along with recommending that the State Board be committed to serving women and girls through vocational-technical education programs, the task force recommended four components to be considered as a part of single parent/homemaker projects. They are:

- That targeted populations must maintain a home and fulfill family expectations with no spouse present. Therefore, family living, parenting, and consumer homemaker skills must be a component of every occupational training program funded by the State Board.
- That support services of transportation and dependent-care services be included in all programs for single parents/homemakers.
- That guidance and counseling services be a component of all programs serving single parents/homemakers.
- That development and implementation of programs and processes for single parents/homemakers will allow them to provide for their families without public assistance upon completion of the program.

Requests for proposals were developed in accordance with these recommendations and issued to schools, institutions, and community-based organizations throughout North Dakota. Sixteen proposals were submitted and reviewed by State Board staff. To be considered acceptable, the proposals had to include all four components as recommended by the task force. As a result of this review, ten single parent programs were approved for funding—some for up to three years. Various administrative delays in the process pushed the start-up of these ten programs into January 1986.

According to State Board data, 192 individuals were served: 180 females, 12 males. Of these:

- 137 received career assessment.
- 55 received job development and placement.

- 158 received career guidance and counseling.
- 82 received tuition and fees for education and training.
- 63 received transportation services.
- 96 received child care services.

Currently, several programs funded by state agencies exist which provide programs and services similar to those of the single parent/homemaker program. Displaced homemaker programs, adult learning centers, and human service programs are examples of these types of programs. The Request for Proposal for single parent/homemaker programs called for a description of the relationship with other programs or services in the community or district. However, there is some indication that some duplication may be occurring, particularly in communities where the single parent program is not tied in directly to the adult learning centers.

Recommendation: The State Board for Vocational Education should consider expanding the proposal review committee, for determining single parent/homemaker and other special projects, to include representatives from agencies and community-based groups who deliver similar types of programs and services called for in the Request for Proposal.

ELIMINATION OF SEX-ROLE STEREOTYPING remains a major concern at the federal level. The Perkins Act provides 3.5 percent ($104,053) of the basic grant to be used for specific programs and services. These are:

- Programs, services, and activities to eliminate sex bias and stereotyping in secondary and postsecondary vocational-technical education programs.
- Vocational-technical education programs, services, and activities for girls and women ages 14 through 25, designed to enable the participants to support themselves and their families.
- Support services for individuals participating in vocational-technical education programs, services, and activities described above, including dependent-care services and transportation.

The Perkins Act also waives the foregoing age limitations if the state determines it essential to eliminating sex-role stereotyping.

The Perkins Act provides for a full-time sex equity coordinator who is responsible for:

- Gathering, analyzing, and disseminating data on the effectiveness of vocational-technical education in meeting the education and employment needs of women and the status of men and women students and employees in vocational-technical education.
- Reviewing vocational programs which tend to inhibit the entry of women into high technology occupations and recommending programs and policies to overcome sex bias and sex stereotyping.
- Submitting an assessment of the state's progress in meeting the purposes of the Act.
- Reviewing grants, contracts, and policies of the State Board to ensure that the needs of women are addressed.
- Recommending programs of information and outreach for women.
- Providing technical assistance throughout the state.
- Assisting the vocational-technical education delivery system to increase access for women and increasing male and female student enrollment in nontraditional occupations.

A Special Population Task Force was formed to identify and prioritize the needs of women and girls to access quality vocational-technical education programs, services, and activities. As a result of this assessment, five priorities were established in the State Plan for Vocational Education. These priorities are:

- To enable girls and women, 14 through 25, to support themselves and their families.
- To foster district and statewide activities which reduce sex bias and promote sex equity in vocational-technical education.
- To create a network of support among district staff who are actively involved in sex equity activities.
- To foster curricula development which prepares students for the changing roles of men and women, particularly in the workplace.
- To foster local and statewide activities which recognize and develop the talents and leadership potential of all women and reduce sex bias and stereotyping among staff, with respect to leadership and upward mobility on the part of women.

Requests for proposals were generated and issued to schools and institutions to assist the state in addressing these priorities. Eight proposals were submitted. A committee of State Board staff reviewed the proposals and selected seven for funding. All seven projects were program improvement and program promotion activities. These activities included:

- A research project in career guidance.
- Curriculum development for consumer and homemaking skills.
- Teacher in-service training.
- Maintenance of curriculum library.
- Provide free-loan service for film and videos.
- Provide television presentations and newspaper ad formats.
- Research for single parents/homemakers.

In addition to these projects, the State Board provided for a full-time "sex equity coordinator" to provide

technical assistance to schools and institutions to overcome sex bias and sex-role stereotyping in recruitment and placement.

Through the Council's review of State Board activities relating to the elimination of sex-role stereotyping, it was determined that more attention should be given to coordinating activities with other agencies such as Job Service or the Department of Public Instruction.

Recommendation: The state of North Dakota should undertake efforts to bring together appropriate agencies to work jointly to eliminate sex bias and sex-role stereotyping in educational recruiting and job placement practices.

Table 1 shows data on male and female enrollment trends in secondary, postsecondary, and adult vocational-technical education from FY1980 to FY1985. FY1986 data is not available for this report. This data shows little if any progress in increasing male and female student enrollment in nontraditional occupations.

Table 1

	NUMBER						PERCENT			
	1980			1985			1980		1985	
	Male	Female	Total	Male	Female	Total	Male	Female	Male	Female
Vocational Agriculture*,***										
Sec.	5114	808	5922	3899	454	4353	86.4	13.6	89.6	10.4
PS	333	65	398	294	54	348	83.7	16.3	84.5	15.5
Adult	472	298	770	771	529	1300	61.3	38.7	59.3	40.7
TOTAL	5919	1171	7090	4964	1037	6001	83.5	16.5	82.7	17.3
Consumer and Homemaking*										
Sec.	3279	8021	11300	2591	6746	9337	29.0	71.0	27.7	72.3
PS	NOT OFFERED AT POSTSECONDARY LEVEL									
Adult	5	14	19	133	413	546	26.3	73.7	24.4	75.6
TOTAL	3284	8035	11319	2724	7159	9883	29.1	70.9	27.6	72.4
Health Education***										
Sec.	63	1348	1411	36	424	460	4.5	95.5	7.8	92.2
PS	7	234	241	19	273	292	3.0	97.0	6.5	93.5
Adult	9	538	547	65	128	193	1.6	98.4	33.7	66.3
TOTAL	79	2120	2199	120	825	945	3.6	96.4	12.7	87.3
Industrial Arts*										
Sec.	3219	685	3904	3767	617	4384	82.5	17.5	85.9	14.1
PS	NOT OFFERED AT POSTSECONDARY LEVEL									
Adult	NOT OFFERED AT ADULT LEVEL									
TOTAL	3219	685	3904	3767	617	4384	82.5	17.5	85.9	14.1
Marketing and Distributive Education**,***										
Sec.	883	1076	1959	611	849	1460	45.1	54.9	41.8	58.2
PS	177	127	304	211	236	447	58.2	41.8	47.2	52.8
Adult	116	103	219	901	630	1531	53.0	47.0	58.9	41.1
TOTAL	1176	1306	2482	1723	1715	3438	47.4	52.6	50.1	49.9

Table 1 Continued

	NUMBER						PERCENT			
	1980			1985			1980		1985	
	Male	Female	Total	Male	Female	Total	Male	Female	Male	Female
Occupational Home Economics										
Sec.	78	622	700	34	302	336	11.1	88.9	10.1	89.9
PS	0	14	14	0	43	43	0.0	100.0	0.0	100.0
Adult	0	30	30	4	170	174	0.0	100.0	2.3	97.7
TOTAL	78	666	744	38	515	553	10.5	89.5	6.9	93.1
Office Education										
Sec.	1132	4481	5613	2134	3755	5889	20.2	79.8	36.2	63.8
PS	160	651	811	198	872	1070	19.7	80.3	18.5	81.5
Adult	17	360	377	526	1698	2224	4.5	95.5	23.7	76.3
TOTAL	1309	5492	6801	2858	6325	9183	19.2	80.8	31.1	68.9
Technical Education										
Sec.	1147	93	1240	NOT OFFERED			92.5	7.5		
PS	1075	71	1146	717	53	770	93.8	6.2	93.1	6.9
Adult	63	12	75	NOT OFFERED			84.0	16.0		
TOTAL	2285	176	2461	717	53	770	92.8	7.2	93.1	6.9
Trade & Industrial***										
Sec.	1147	93	1240	2094	151	2245	92.5	7.5	93.3	6.7
PS	1075	71	1146	1431	92	1523	93.8	6.2	94.0	6.0
Adult	63	12	75	3211	671	3882	84.0	16.0	82.7	17.3
TOTAL	2285	176	2461	6736	914	7650	92.8	7.2	88.1	11.9

* Enrollment may reflect duplicate count, that is, students may be enrolled in more than one program (FY1985).
** Enrolled as business (adult) - assumed 50% M/F enrollment (FY1980).
*** includes part-time adult and full-time adult enrollment (FY1985).

FY1980 data taken from: "The State Plan for Vocational Education in North Dakota FY1982: Accountability Report for Vocational Education in North Dakota FY1980." North Dakota State Board for Vocational Education.
FY1985 data taken from: "Accountability Report for Vocational Education in North Dakota FY1985" (unpublished as of November 13, 1986). North Dakota State Board for Vocational Education.

INCARCERATED, which was once considered a category within the disadvantaged set-asides for vocational-technical education, has been designated as a special targeted group by the Perkins Act. The Perkins Act provided 1 percent ($29,730) of the basic grant to be used to serve criminal offenders who are incarcerated in a correctional institution.

These funds are to be used to provide vocational-technical education services and activities designed to meet the special needs of criminal offenders and to also enhance their participation in vocational-technical education.

The State Plan for Vocational Education established four priorities for the use of the incarcerated set-aside:

- Continue existing vocational-technical education programs for the adults and youths who are incarcerated.
- Provide in-service for instructors on technical content and teaching methods and techniques for incarcerated students to succeed in the classroom.
- Provide new programs for the incarcerated based on education needs.
- Conduct an assessment of services being provided to the incarcerated.

The State Board provided both disadvantaged and incarcerated funds to continue funding two full-time and two part-time trade and industrial programs through a cooperative arrangement with Bismarck State Community College and North Dakota State College of Science.

In addition to the programs offered with the

assistance of these funds, the state prison offers a pre-release program, a general education diploma program, reading programs, Roughrider Industries, and a craft shop. Many of these programs have existed for years and are funded by various agencies.

Needs of the incarcerated were reviewed with state penitentiary officials and State Board staff and, as a result of this review, it was determined that a comprehensive assessment needs to be conducted to identify the current education and training needs of the penitentiary.

Recommendation: The state of North Dakota should conduct an assessment of the overall education and training needs of the inmates at the State Penitentiary and State Farm. The results of this assessment should lead to a comprehensive program planned and implemented in collaboration with other agencies to meet the unique education and training needs of the incarcerated.

IMPROVEMENT OF QUALITY VOCATIONAL-TECHNICAL EDUCATION

Another significant thrust of the Perkins Act is the Vocational Education Improvement, Expansion, and Innovation Program. Known as Title IIB, this thrust represented 43 percent ($1,353,374) of the basic grant.

The purpose of this program is to assist states to expand, improve, modernize, and develop quality vocational-technical education programs. The Perkins Act specified 25 programs, services, and activities (Appendix B) which can be funded under Title IIB and gives states broad discretionary authority to select those programs, services, and activities that meet their unique needs.

The Perkins Act no longer allows the use of federal funds for maintaining ongoing vocational-technical education programs. Cost of the maintenance of "new" vocational-technical education programs, services, or activities may be considered for funding for up to three years.

During the development of the State Plan, the State Board conducted a needs assessment to identify the unique needs for vocational-technical education. As a result of this assessment, the State Board allotted funds from Title IIB in each of the following categores:

- Curriculum ..... $ 75,000
- Professional Development 100,000
- Program Improvement 427,345
- Technical Assistance 241,060

In 1986, Congress passed a supplemental appropriation which amounted to an additional $302,658 under Title IIB. The State Board developed amendments to the State Plan, including:

- Programs relating to curriculum development in vocational-technical education.
- Provide grants for in-service programs that increase the technical competence of instructors.
- Improvement, expansion, and introduction of new programs in vocational-technical education.
- Provide grants to establish demonstration sites in operation of telecommunication equipment for the delivery of vocational-technical education.
- Acquisition of equipment (including high technology) to improve and expand vocational-technical education.

The State Board approved and funded the following activities:

Curriculum Related Activities

- Produced video and print materials for the Principles of Technology through its membership in a national consortium.
- Conducted industry validation of instructional programs and workshops for teachers to utilize competency-based instruction.
- Updated and published industrial arts curriculum.
- Provided on-line data base computerized searches for vocational-technical education personnel.
- Conducted statewide advisory committees for two service areas to address curriculum issues.

Personnel Development Activities

- Conducted the annual summer vocational education conference.
- Provided teacher education course work for trade, industrial, and health occupations instructors.
- Provided a High Technology Conference for industrial arts instructors.
- Provided an occupational update on retailing for marketing instructors.
- Provided a technical update on computer-assisted drafting for trade and industrial instructors.
- Provided professional development opportunities for vocational teacher educators.
- Provided in-service opportunities for vocational guidance personnel.

Program Improvement Activities

- Provided for three new vocational-technical education programs in trade and industrial education.
- Provided for the expansion of four adult farm management programs in agriculture at the seondary and adult levels.
- Provided for the improvement and expansion of vocational guidance.
- Acquired high technology equipment and other equipment designed to improve and expand vocational-technical education for approximately

210 vocational-technical education programs.

Technical Assistance Activities

- Provided statewide technical assistance to schools and institutions, by State Board staff, in planning, implementing, and evaluating vocational-technical education.

Commendation: The State Board for Vocational Education is to be commended for its leadership in providing services and activities, particularly the updating of staff, equipment, and curriculum, which was a need that surfaced during the Evaluation Strategies Workshop.

While the outcomes of this program are commendable, the process for planning and implementing activities provided for through the expenditure of program improvement funds needs to be updated.

Recommendation: The State Board for Vocational Education should establish annual priorities from among the 25 approvable activities of Title IIB of the Carl D. Perkins Act for the improvement, expansion, and modernization of vocational-technical education. All eligible schools and institutions should be notified through a Request for Proposal/Application process that funds are available for vocational-technical education programs, services, and activities designed to meet specific priorities. Approval and funding of Title IIB activities should be made separate from state funding so as to avoid the possibility of expending Carl D. Perkins Act funds for nonapprovable activities.

During the Evaluation Strategies Workshop, a major issue to emerge was "the need for greater public awareness, especially among educators, of the role and status of skilled people in our society, such as technicians, and a greater appreciation of vocational-technical education's role in preparing people for those roles in our society."

Recommendation: The State Board for Vocational Education should further develop and expand collaborative efforts, along with other vocational-technical education organizations and the private sector, to develop state and local marketing strategies designed to improve the image and public awareness of vocational-technical education.

PRIVATE SECTOR COOPERATION

One of the major purposes of the Perkins Act is for states to promote greater cooperation between public agencies and the private sector (1) in preparing individuals for employment, (2) in promoting the quality of vocational-technical education in the state, and (3) in making the vocational system more responsive to the labor market in the state. The Perkins Act provides no set-aside funding but, rather, intends the states use funds in the various programs to address this purpose.

The Perkins Act authorizes, as an allowable expenditure, the use of funds for the creation and expansion of programs to train workers in skilled occupations needed to revitalize businesses and industries or to promote the entry of new businesses and industries in the state or community.

One industry based training program was implemented with direct private sector involvement. A mobile welding/machining unit was placed on the site of Turtle Mountain Manufacturing to provide training and upgrading for plant workers.

In addition, a joint project with JTPA was funded to continue the operation of mobile training units through the North Dakota State College of Science. These units were made available to provide business and industry on-site, short-term training and upgrading opportunities for their workers. This joint project was terminated on June 30, 1986, due to limited JTPA involvement with the mobile labs.

Three additional initiatives were undertaken by the State Board to strengthen vocational-technical education through greater private sector involvement.

- One initiative was to expand the membership of the state technical committees to include representatives from trade and professional groups and labor organizations when appropriate. These committees, which were already made up of 100 percent private sector representation, assist the State Board in validating current job skills and knowledge.
- With the Perkins Act no longer requiring the operation of local advisory committees, the State Board established a state position requiring the continued operation of these committees. The Council on Vocational Education, State Board, and others are developing procedures to ensure and enhance local participation in the provision of vocational-technical education, particularly participation of employers and labor organizations.
- The third initiative was the signing of a cooperative agreement between the Small Business Management vocational-technical education programs, Small Business Administration, and Small Business Development Centers.

While these initiatives promote private sector involvement, it is felt that a greater private sector cooperation would aid in strengthening and modernizing vocational-technical education.

Recommendation: The State Board for Vocational Education should give special consideration to this purpose of the Act as they establish annual

priorities for the expenditure of Carl D. Perkins Act Title IIB funds and solicit greater cooperation between public agencies and the private sector in preparing individuals for employment, promoting the quality of vocational-technical education, and making vocational-technical education more responsive to the labor market.

ACADEMIC FOUNDATIONS

One of the eight major purposes of the Perkins Act is to "Improve the academic foundation of vocational students and to aid in the application of newer technologies, including the use of computers, in terms of employment or occupational goals." The Perkins Act provides no set-aside funding but, rather, intends the states to use funds in the various programs to address this purpose of the Act.

The Act authorizes, as an allowable expenditure, the use of funds to conduct special courses and for teaching strategies designed to teach the fundamental principles of mathematics and science through practical application in prevocational or vocational programs.

The State Board funded the second year of a national consortium effort designed to develop a two-year program known as the "Principles of Technology," which is an applied science course. One secondary and one postsecondary trade and industrial education program were also funded to field-test the videotapes and printed material for the program. Plans are to expand this program into industrial arts education. In addition, several initiatives were undertaken which addressed this issue:

- The state technical committees continued their efforts to identify and validate, among other things, the new technologies that exist in occupational programs.
- Over 200 vocational-technical education programs acquired equipment, including high-technology equipment, through Perkins Act funds, thus providing students with an opportunity to apply new technologies through the use of high-technology equipment.
- The State Board has expanded the "high-technology mobile lab" by purchasing and containerizing individual high-technology equipment for "Computer-Assisted Drafting," "Laser Fiber Optics," "Photovoltaics," etc. These containerized units are made available at no cost to the school, normally for a two- to four-week period.
- Disadvantaged set-asides are used to provide learning skills centers at the postsecondary institutions to assist students with remedial reading, writing, and mathematics.

While these activities are occurring in various programs throughout North Dakota, there needs to be a concerted effort made to address a strong academic foundation for vocational-technical education students.

Recommendation: The State Board for Vocational Education should give special consideration to this purpose of the Act as they establish annual priorities for the expenditure of Carl D. Perkins Act Title IIB funds and initiate activities that would improve and strengthen the academic foundations of vocational-technical education students and aid in the application of newer technologies.

TRAIN, RETRAIN, AND UPGRADE WORKERS

One of the major purposes of the Perkins Act is to provide vocational services to train, retrain, and upgrade employed and unemployed workers in new skills for which there is a demand in that state or employment market. The Perkins Act provides no set-aside funding but, rather, intends the state use funds in various programs to address this purpose.

The Act provides as an allowable expenditure the improvement and expansion of postsecondary and adult vocational-technical education programs and related services for out-of-school youth and adults which may include upgrading skills for (1) employed workers, (2) workers who are unemployed or threatened with unemployment as a result of technological change or industrial dislocation, (3) workers with limited English proficiency, and (4) displaced homemakers and single heads of households. The Perkins Act also authorized 20.5 percent of the basic grant to provide funds for training and retraining special population groups of adults and single parents/homemakers.

By addressing programs for adults and single parents/homemakers, the State Plan indirectly addresses this purpose in that adult and single parent clients are either employed or unemployed and are in need of training, retraining, or upgrading programs.

Recommendation: The State Board for Vocational Education should give special consideration to this purpose of the Act as they establish annual priorities for the expenditure of Carl D. Perkins Act Title IIB funds and expand vocational-technical education services to train, retrain, and upgrade employed and unemployed workers in new skills for which there is a demand.

The mobile training labs, started in 1979, were a joint effort among JTPA, the State Board, and the

North Dakota State College of Science. These labs provided a significant delivery system for adult and industry training. These mobile training labs were initially purchased with CETA funds at a cost of almost $1 million. With the enactment of JTPA, very few JTPA programs require the use of the mobile labs. JTPA regulations do not allow equipment purchased by JTPA or CETA to be used for non-JTPA activities. This joint project was, therefore, terminated as of June 30, 1986. As a result of this termination, the future use of these mobile labs is uncertain. With the increased need for adult and industry training, retraining, and upgrading, it seems imperative that the mobile labs be reactivated.

Recommendation: The state of North Dakota should determine the most effective method for the state to acquire the use of the mobile labs along with the most effective method for operating the labs within a total delivery system for adult and industry training, retraining, and upgrading.

ECONOMICALLY DEPRESSED

One of the eight major purposes of the Perkins Act is to assist the most economically depressed areas of the state to raise employment and occupational competencies of its citizens.

The Perkins Act defines "economically depressed areas" to mean an economically integrated area within the state in which a chronically low level of economic activity or a deteriorating economic base exists. The Perkins Act further defines the adverse effects of such an area and provides the state with discretion to determine the percentage of concentration of low-income families in an area, which is then defined in the State Plan as economically depressed.

The Perkins Act requires the state to allocate more federal funds to eligible recipients in units of local government which are economically depressed or which have high unemployment, as determined by the state.

The State Plan defines economically depressed areas as:

- Counties in which more than 10 percent of all the families had incomes at or below the poverty level.
- School districts in which 14 percent of the students were eligible for free or reduced-price hot lunch.
- Institutions which house the incarcerated.

A State Board final report on the expenditures of Perkins funds show that 61 percent of Title II and 85 percent of Title III funds were expended in school districts or counties targeted as economically depressed.

GUIDANCE AND COUNSELING

One of the eight major purposes of the Perkins Act is to assist states to utilize a full range of supportive services; special programs; and guidance, counseling, and placement, to achieve the basic purposes of the Perkins Act.

The Perkins Act provides funds for the improvement and expansion of career counseling and guidance projects, services, and activities and for placement services for students who have successfully completed vocational-technical education programs. The Perkins Act also authorizes funds for a Comprehensive Career Guidance and Counseling Program; but, for FY1986, no funds were appropriated by Congress.

The Perkins Act requires each state expend the same level of funding for guidance services as the last year of the 1976 Educational Amendments, which for North Dakota amounted to $67,460. The State Plan for Vocational Education provided this assurance and allotted $67,460 for the improvement and expansion of guidance and counseling programs and services.

As a result of federal funds provided for the improvement and expansion of vocational guidance and counseling, the following activities were accomplished:

- The expansion of one area vocational guidance program.
- The creation of two new area vocational guidance programs.
- The improvement of 20 area vocational guidance programs through the acquisition of computerized guidance software.
- The development of a library to review, purchase, and provide (on loan) computerized software for career guidance assessments.

The State Board, through its "area vocational guidance" programs, has provided accessibility to approximatly 10,000 secondary students who otherwise would not have received career guidance. To date, there are still approximately 6800 students in 75 secondary schools in North Dakota who do not have access to any guidance services through professionally trained counselors.

Commendation: The State Board for Vocational Education is to be commended for its leadership in creating and promoting career guidance through cooperative ventures among rural school districts and is encouraged to continue to expand these efforts for students who do not receive guidance and counseling services.

A major goal of the Perkins Act is the expansion of vocational support services for handicapped and

disadvantaged students. Current area vocational guidance programs are serving small and rural schools that generally are not served by vocational special needs programs. The expansion of area vocational guidance programs could provide for at least a minimum level of vocational support services to disadvantaged and handicapped students who otherwise would not be provided these services.

Recommendation: The State Board for Vocational Education should consider integrating the delivery of vocational support services into "area vocational guidance programs" for disadvantaged and handicapped students who do not have access to vocational support services.

CONSUMER AND HOMEMAKING

One of the eight major purposes of the Perkins Act is to improve the effectiveness of consumer and homemaking education and to reduce the limiting effect of sex-role stereotyping on occupations, job skills, level of competency, and careers. The Perkins Act provides funds to assist in carrying out this purpose, which amounted to $109,870. The Perkins Act outlines three major categories in which these funds may be expended. They are:

- Direct cost of instruction.
- Support projects, services, and activities relating to the purposes of the Perkins Act such as access, improvement, elimination of sex-role stereotyping, etc.
- Program improvement and support services including curriculum, research, teacher education, etc.

The state is given broad discretionary authority in determining how these funds are to be used. The State Plan for Vocational Education outlines the priorities, which were:

- Continued development of junior high curriculum.
- Purchase of contemporary materials, resource items, and computer software instructional aids.
- Development of new prevocational programs to address student needs in schools without consumer and homemaking education.
- Extend and improve existing programs with extended contract for in-service activities and work with student organizations, advisory committee, and community.
- Professional growth activities for instructors through regional in-service activities and summer workshops.

To receive these funds, the state requires schools to make application through the "annual plan" process. Schools and institutions are aware of the availability of these funds, along with the types of programs, services, and activities which may be funded. All programs approved, except one, went to assist schools with the direct costs of instruction. These costs included salaries and travel for teachers. One project was funded to develop curriculum for junior high school consumer and homemaking.

An overall declining high school enrollment, increased graduation requirements, and other factors have caused a significant decline in consumer and homemaking enrollment since 1980. Currently, 30 percent of the high school students, grades 9-12, in schools with a funded consumer and homemaking program enroll in at least one consumer and homemaking class.

A recent North Dakota Study titled "Children and Adolescents at Risk" (CAAR) identified several preventative efforts which should be undertaken for "at-risk" youth. Many of the concepts and competencies taught in existing consumer and homemaking classes are specifically designed to address the kinds of efforts recommended in the report. Yet, in the report, consumer and homemaking education was either overlooked or ignored as being a viable option for addressing the needs of at-risk youth.

Consumer and homemaking teachers are prepared through preservice training and ongoing in-service training to provide quality instruction on much of the curriculum recommended as needed by the Commission on Children and Adolescents at Risk.

Recommendation: The state of North Dakota should consider having consumer and homemaking education formally respond to the Commission on Children and Adolescents at Risk (CAAR) report and be included along with the Department of Public Instruction, Health Department, and Human Services Department to jointly develop curriculum on:

- **Health education (including information such as self-esteem, coping, child development, and parenting, as well as basic physical information).**
- **Family life education.**
- **Parenting education.**
- **Suicide prevention education.**
- **Alcohol/drug education.**
- **Other health and societal issues.**

The scope and sequence of these curriculums and the role of consumer and homemaking in delivering this curriculum should also be developed.

PART TWO

The Job Training Partnership Act of 1982

JTPA

The Job Training Partnership Act, a successor to the Comprehensive Employment and Training Act (CETA), is a second major effort to provide federal funds for employment and training and vocational-technical education. This Act has one major purpose, that is,

> "to establish programs to prepare youth and unskilled adults for entry into the labor force and to afford job training to those economically disadvantaged individuals and other individuals facing serious barriers to employment, who are in special need of such training to obtain productive employment."

This phase of the evaluation is to determine the effectiveness and adequacy of the vocational-technical education delivery system assisted by the Job Training Partnership Act (JTPA) in carrying out the purpose of the Act. This review is for Fiscal Year July 1, 1985, to June 30, 1986 (FY1986).

To accomplish this purpose, North Dakota received $5,648,914, granted to the Governor and overseen by the Governor's Employment and Training Forum, which serves as both the Private Industry Council and the State Job Training Coordinating Council. Job Service North Dakota was selected as the grant recipient and administrative entity for Job Training for the Disadvantaged (Title IIA), Summer Youth Programs (Title IIB), and Special Programs for Dislocated Workers (Title III).

This report has identified the following programs offered through JTPA as those which have affected the vocational-technical education delivery system.

- **Job Training for the Disadvantaged** is to provide job training services for economically disadvantaged adults (21 years of age and older) and youth (14 to 21 years of age). The adult funds, amounting to $1,595,579, were used to provide job training opportunities to 1825 adults. These services included:
  - Tuition and training costs for vocational-technical instruction.
  - On-the-job training.
  - Remedial classroom instruction.
  - Work experience programs.
  - Job search assistance.

  In addition, one vocational-technical education program was funded to provide the instructional cost for an Intensified Clerical and Secretarial Program at Minot. Thirty-two JTPA youth and adult clients were served at a cost of $26,508. In addition, 40 percent ($635,984) of the adult JTPA funds were used to pay tuition and other training costs for 706 JTPA adult clients to enroll in ongoing vocational-technical education programs.

  The youth funds, which amounted to $988,196, were used for exemplary youth programs in addition to the services and programs provided for adults. Twenty-three percent ($226,526) of the youth funds were used to pay for tuition and other direct training costs for 253 JTPA youth clients to enroll in vocational-technical education programs.

  Table 2 shows the expenditures and the number of youth and adult clients served in each of the job training programs and services offered under Title IIA of JTPA.

TABLE 2

ACTIVITY	YOUTH		ADULT	
	Expenditures	Number Served	Expenditures	Number Served
Voc. Classroom Training	$226,527	253	$ 635,985	706
Remedial Classroom Training	28,081	59	75,784	135
On-the-Job Training	403,228	381	802,953	689
Work Experience	3,231	51	2,990	21
Job Search Assistance	1,234	78	1,199	274
Exemplary Youth	116,542	221	0	0
TOTAL	$778,843	1043	$1,518,911	1825

- **Summer Youth Programs,** which amounted to $1,775,415, were designed primarily to provide work experience for economically disadvantaged youth, ages 14 through 21. During the summer of 1985, no specific vocational-technical education programs, services, or activities were funded to schools or institutions.

- **Dislocated Workers Programs,** amounting to $159,946, were designed to provide job training programs and services to workers who have lost their job as a result of a business shutdown or were employed but threatened by a layoff and could not return to their jobs. Nineteen percent ($30,050) of these funds were used to pay tuition and training costs for 49 dislocated workers to enroll in vocational-technical education programs. Table 3 shows expenditures and number of dislocated workers served under each of the job service programs and services provided by JTPA.

TABLE 3

ACTIVITY	Expenditures	Number Served
Vocational Classroom Training	$30,051	49
Remedial Classroom Training	1,547	1
On-the-Job Training	108,961	67
Work Experience	0	0
Job Search Assistance	15	39
Exemplary Youth	0	0
TOTAL	$140,574	156

In addition to the programs overseen by the Governor's Employment and Training Forum, JTPA also provides funds administered through the Governor's office for Governor's Coordination and

Special Services Programs, amounting to $1,034,633. These funds are divided into four specific programs: (1) Administration, (2) Training for Older Workers, (3) Incentive and Technical Assistance Grants, and (4) State Education Coordination and Grants. In reviewing activities funded through these programs, three of the four programs had direct impact on the vocational-technical education delivery system:

- **Administration** provides funds for the operation of the Governor's Employment and Training Forum and Regional Employment and Training Committees. Part of these funds are to be used to pay for independent program audits.

- **Training for Older Workers** programs, which amounted to $147,675, are designed to provide job training programs and services to economically disadvantaged individuals 55 years of age or older. Eleven percent ($16,657) of these funds were used for tuition and other training costs for 32 older workers to enroll in vocational-technical education programs. Table 4 shows the expenditure and the number of older workers served under each of the job training programs and services offered by JTPA.

TABLE 4

ACTIVITY	Expenditures	Number Served
Vocational Classroom Training	$16,657	32
Remedial Classroom Training	4,539	13
On-the-Job Training	56,846	58
Work Experience	218	8
Job Search Assistance	0	19
Exemplary Youth	0	0
TOTAL	$78,260	130

- **Incentive Grants,** which are used to provide awards and rewards to Regional Employment and Training Committees for exceeding the JTPA performance standards, amounted to $175,170. Ten percent ($17,021) of these incentive grants were used to pay tuition and other direct training costs for 28 youth and adult JTPA clients to enroll in vocational-technical education programs. Table 5 shows the expenditure and number of youth and adult clients served in each of the job service programs and services offered by JTPA with these Incentive Grants.

TABLE 5

ACTIVITY	YOUTH		ADULT	
	Expenditures	Number Served	Expenditures	Number Served
Voc. Classroom Training	$ 1,127	2	$ 15,895	26
Remedial Classroom Training	8,384	19	31,175	56
On-the-Job Training	1,685	2	59,225	38
Work Experience	0	0	0	2
Job Search Assistance	0	0	0	0
Exemplary Youth	3,372	10	0	0
TOTAL	$14,568	33	$106,295	122

- **State Education Coordination Grants** are designed to provide financial assistance to any state education agency responsible for education and training. JTPA specifies these funds may be used to provide education and training, including vocational-technical education services and related services similar to those provided through the Job Training for the Disadvantaged Program. Such services may include programs, services, and activities for offenders and other individuals who the Governor determines require special assistance. Recommendations for specific activities are made by the Governor's Employment and Training Forum.

Eighty percent of these funds are to provide services to JTPA clients through cooperative agreements between the state education agency or agencies, Governor's Employment and Training Forum, Regional Employment and Training Committees, Job Service, or (where applicable) schools and institutions. These funds require a local match.

Two state educational agencies initiated and submitted proposals to serve JTPA eligible clients. These proposals were submitted to the Governor's designated representatives who approved and provided final negotiations for contracts for services. The state educational agencies subcontracted with local educational agencies to provide direct services to JTPA clients.

As a result of these funds, three contracts were signed. One was to the Department of Public Instruction for $250,000 to fund the operation of eight adult learning centers. The second was to the State Board for Vocational Education for $153,564 to (1) provide tutoring, (2) pay training costs for JTPA clients to enroll in vocational programs established under State Board subcontracts, and (3) subcontract for JTPA services for refugees, Native Americans, adjudicated youth, and developmentally disabled. A third contract was initiated to provide for a halfway house under the direction of Centre Inc. for $15,000. This occurred because a cooperative agreement could not be reached with a state educational agency.

The State Board contract was the only one to directly affect the vocational-technical education delivery system. During FY1986, no tutoring or training cost assistance was provided as planned. Subcontracts were developed to provide the services to the following agencies/organizations:

- North Dakota Industrial School program provided career assessment, job search assistance, and employability development for adjudicated youth.
- Pride Industries provided Food Service and Hotel/Motel Training for developmentally disabled individuals.

- United Tribes Technical Education Center provided counseling, Licensed Practical Nurse, Electrical and Plumbing training for Native Americans.
- North Dakota State College of Science provided a vocational special needs assistant to provide tutoring services for refugees.

Table 6 breaks out each of the subcontracts, showing JTPA expenditures, source of match, and number of students served.

TABLE 6

STATE EDUCATION COORDINATION GRANTS

Activity	JTPA $	Match	# Served
ND Industrial School	$61,912	State Board for Voc. Ed.	94
Pride Industires	18,272	Pride Private Donations	23
UTETC	44,294	UTETC	64
ND State College of Science	7,129	Dept. of Human Services Refugee Resettlement	22
TOTAL	$131,607		203

In determining the effectiveness and adequacy of the vocational-technical education delivery system assisted by JTPA in carrying out the purposes of the Act, it appears that JTPA had a significant impact on vocational-technical education by providing nearly 1100 JTPA clients the financial assistance to pay tuition and training costs to enroll in vocational-technical education programs. In addition it appears that there was no unnecessary overlap or duplication in the vocational-technical education delivery system provided under the Job Training Partnership Act and the Perkins Act.

Commendation: The Governor's Employment and Training Forum, Regional Employment and Training Committees, and Job Service North Dakota are to be commended for their leadership in providing vocational-technical education classroom experiences for nearly 1100 Job Training Partnership Act clients within existing vocational-technical education programs. The Council encourages continued cooperation.

No attempt was made through this evaluation to determine the extent to which JTPA clients served by vocational-technical education met the eligibility requirements for being "economically disadvantaged individuals or individuals with serious barriers to employment."

PART THREE

Coordination Between Vocational Education and JTPA

COORDINATION

With the obvious similarities that exist in job training and vocational-technical education, Congress attempted to avoid creating undue overlap between the two systems by setting specific coordination responsibilities in both Acts and by providing funds through JTPA for State Education Coordination.

With JTPA being "client oriented" and vocational-technical education being "program oriented," the two programs seem to dovetail together very well to create what appears to be harmonious relationships for clients needing employment and training. While the Council believes this is an excellent relationship that should be continued, it also believes that some barriers exist which tend to limit the two systems in carrying out the purposes of the two Acts.

This third and final phase of the evaluation is to determine the effectiveness and adequacy of the coordination that took place between JTPA and vocational-technical education during FY1986. This report presents information on Coordination Responsibilities, Coordination Funds, and Coordination of Terminology.

COORDINATION RESPONSIBILITIES

The Perkins Act sets specific responsibilities for the State Board to increase coordination efforts between vocational-technical education and JTPA. These include:

- The adoption of procedures, as the State Board considers necessary, to implement state level coordination with the Governor's Employment and Training Forum to encourage cooperation in the conduct of their respective programs.
- Make available to the Governor's Employment and Training Forum a listing of all programs assisted by this Act.
- Describe methods proposed for joint planning and coordination of programs carried out under this Act with programs carried out under JTPA.
- Local applications are to describe the coordination with relevant programs under JTPA to avoid duplication and are to be made available for review and comment by interested parties, including the appropriate administrative entities under JTPA.

The following action was taken by the State Board to accomplish these coordination responsibilities:

- The State Plan for Vocational Education outlined four procedures for coordinating with JTPA. These include:
  (1) On an annual basis, the State Board will provide the Governor's Employment and Training Forum a listing of programs supported under the Act.
  (2) Each local application for federal funds will describe the coordination with relevant programs conducted under JTPA to avoid duplication (schools with less than four vocational-technical education offerings are exempt).
  (3) The State Board will provide the Governor's Employment and Training Forum with the State Plan, for their review and comment, not less than sixty days before the Plan is to be submitted to the Secretary.
  (4) Continue membership in the North Dakota Occupational Information Coordinating Committee of which the Governor's Employment and Training Forum is a member.

  Specific procedures to encourage cooperation between vocational-technical education and JTPA do not appear to have been adopted.
- Schools and institutions, with five or more vocational-technical education programs, making application for federal funds must assure that their applications are available for review by administrative entities under JTPA.

In addition to the coordination references in the Perkins Act, the Job Training Partnership Act mandates the Governor's Employment and Training Forum to carry out specific responsibilities relating to coordination with vocational-technical education. These include:

- Identify, in coordination with the appropriate state agencies, the employment and training and vocational-technical education needs throughout the state and assess the extent to which employment and training, vocational-technical education, rehabilitation services, public assistance, economic development, and other federal, state, and local programs and services represent a consistent, integrated, and coordinated approach to meeting such needs.
- Comment at least annually on the measures taken by the State Board for the effectiveness of the programs assisted under this Act in meeting the needs identified in the State Plan for Vocational Education.

The Governor's Employment and Training Forum and other agencies rely on the North Dakota Occupational Information Coordinating Committee and Job Service North Dakota, which are identified by Executive Order, to identify vocational-technical education and employment and training needs. The extent to which employment and training, vocational-technical education, and other agencies represent a consistent, integrated, and coordinated approach to meeting such needs has not been formally addressed.

During the Evaluation Strategies Workshop, two major issues emerged relating to these coordination responsibilities. One was "the need to determine what training to offer." The second was "the need for leadership to define the role and responsibility for

coordination among Job Service, State Board for Vocational Education, Council on Vocational Education, Governor's Employment and Training Forum, Regional Employment and Training Committees, local education agencies, Social Services, and Vocational Rehabilitation." With the present economic downturn, which has forced many more adults to seek training and retraining, a need exists to conduct a comprehensive assessment of the vocational-technical education and employment and training needs in North Dakota.

Recommendation: The Governor's Employment and Training Forum should consider assessing the extent to which appropriate agencies represent a consistent, integrated, and coordinated approach to meeting the employment and training and vocational-technical education needs of the state.

COORDINATION FUNDS

Under the Governor's Coordination and Special Services Program, JTPA provides 20 percent of the State Education Coordination Grants to be used to facilitate coordination of education and training services for JTPA clients through cooperative agreements. These funds, which require no local match, amounted to $75,246.

The State Board initiated and submitted a proposal to the Governor's designated representative to accomplish the following objectives:

- Facilitate coordination, linkage, and liaison activities between the State Board, Governor's Employment and Training Forum, Regional Employment and Training Committees, Job Service North Dakota, and schools and institutions.
- Facilitate coordination, linkage, and liaison activities between the State Board and training entities for Native Americans under Title IVA of JTPA.
- Subcontract for coordination and operation of mobile lab training units.
- Provide counseling for JTPA clients enrolled in vocational-technical education.
- Provide tutoring for JTPA clients enrolled in vocational-technical education.
- Develop open-entry/open-exit, individualized, competency-based vocational-technical education curriculum.

The proposal was approved and contracts signed to carry out the objectives of the proposal. Table 7 presents the subcontractors, services provided, and dollars expended.

TABLE 7

SUBCONTRACTOR	ACTIVITY	$ EXPENDED
ND State College of Science	Mobile Training Units	$ 8,628
ND State College of Science	Tutoring for JTPA Clients	1,668
St. Univ. of ND – Minot	Tutoring for JTPA Clients	468
SE Area Vocational Center	Counseling for JTPA Clients	7,000
SE Area Vocational Center	Child Care Curriculum	3,198
TOTAL		$20,962

The mobile training labs, started in 1979, were a joint effort among JTPA, the State Board, and the North Dakota State College of Science. These labs provided a significant delivery system for adult and industry training. During FY1986, approximately 500 individuals received training and retraining opportunities. Nearly 175 of these individuals were JTPA clients. The mobile training labs were initially purchased with CETA funds at a cost of almost $1 million. With the enactment of JTPA, very few JTPA programs required the use of the mobile labs. JTPA regulations do not allow equipment purchased by JTPA or CETA to be used for non-JTPA activities. This joint project was, therefore, terminated as of June 30, 1986. As a result of this termination, the future use of these mobile labs is uncertain. With the increased need for adult and industry training, retraining, and upgrading, it seems imperative that the mobile labs be reactivated.

Recommendation: The state of North Dakota should determine the most effective method for the state to acquire the use of the mobile labs, along with the most effective method for operating the labs within a total delivery system for adult and industry training, retraining, and upgrading.

In addition to the subcontracts, $49,020 was expended for program and support personnel to facilitate coordination, linkages, and liaison activites and to monitor and audit State Board subcontracts funded through the State Education Coordination Grants.

During the Evaluation Strategies Workshop, several issues surfaced regarding the need for improved coordination and linkages between vocational-technical education and JTPA. While the JTPA provides these funds to primarily facilitate coordination among the State Education Coordination subcontracts, the Council believes greater coordination, cooperation, and collaboration would occur if these funds were used to enhance and ensure greater coordination among the appropriate agencies providing vocational-technical education and employ-

ment and training programs and services throughout North Dakota.

Recommendation: The Governor's Employment and Training Forum, in determining priorities for the 20 percent portion of the State Education Coordination Grants, should give major consideration to addressing the coordination issues that emerged during the Evaluation Strategies Workshop including:

- **The need for better linkages between Regional Employment and Training Committees and local advisory committees.**
- **The need for better coordination among all agencies that provide job training.**
- **The need to provide continuous leadership development (training) for members of Regional Employment and Training Committees and the Governor's Employment and Training Forum.**
- **The need for greater awareness among Regional Employment and Training committee members regarding the coordination mandates between the Perkins Act and Job Training Partnership Act.**
- **The need for a deeper commitment for coordination among all leaders of vocational-technical education and job training, including state leadership.**
- **The need to better define the roles and responsibilities of job training and vocational-technical education so as to create greater linkages.**

COORDINATION OF TERMINOLOGY

In addition to the coordination issues which were identified during the Evaluation Strategies Workshop and addressed throughout this report, consideration should be given to the differences that exist in the definitions for special populations given by the respective Acts.

The Perkins Act defines academically disadvantaged as an individual who scores at or below the 25th percentile on a standardized achievement or aptitude test, whose secondary school grades are below 2.0 on a 4.0 scale, or who fails to attain minimal academic competencies.

JTPA defines a handicapped individual to mean any individual who has a physical or mental disability which for such individual constitutes or results in a substantial handicap to employment.

There is a growing emphasis on combating illiteracy and also a need to provide transitional services from school to work for potential dropouts and other at-risk groups. It seems imperative that more coordination occur among the various agencies providing for a productive livlihood for these individuals. By coordinating the terminology of these two special population groups, all youth and adults who are identified as handicapped or disadvantaged can be served cooperatively by vocational-technical education and JTPA.

Recommendation: The Governor's Employment and Training Forum should consider including individuals who are identified by vocational-technical education as academically disadvantaged as those with a "substantial handicap to employment," making them eligible for services under Title II of the Job Training Partnership Act.

This recommendation would assist in promoting greater coordination as well as developing a spirit of cooperation between vocational-technical education and JTPA in programming for economically disadvantaged youth and adults of North Dakota.

PART FOUR

Executive Summary

EXECUTIVE SUMMARY

This summary capsulizes the evaluation report around the Council's commendations and recommendations to the Governor, the Governor's Employment and Training Forum, and the State Board for Vocational Education. It addresses issues relating to the needs of adults, the incarcerated, consumer/homemaking, the elimination of sex bias and sex-role stereotyping, the academically disadvantaged, interagency coordination, guidance and counseling, access for special populations, and the improvement of quality vocational-technical education.

As advocates of quality education, the Council on Vocational Education believe these recommendations will help in improving the educational system to better prepare a work force for the 1990s and beyond.

TO THE GOVERNOR

COMMENDATION: The Governor of North Dakota is commended for his recognition of the importance of vocational-technical education's role in meeting the training, retraining, and upgrading needs of the business community, along with meeting the educational needs of youth and adults of North Dakota.

The economic downturn in agriculture and energy has left many farmers and energy workers without jobs. This condition has had a ripple effect on other businesses, forcing them to either lay off workers or close business altogether. Many of these people are in need of training and retraining opportunities, along with career and personal counseling, remedial education, job search assistance, work experience, and other job related services. Several agencies and institutions are providing these services but, unlike secondary or higher education, there is no single delivery system for providing the lifelong learning needs of adults. With the growing needs of adults, a concentrated effort should be undertaken to:

- Identify the specific needs of adults.
- Determine the most effective method for delivering vocational-technical education and job training programs and services.
- Determine alternative funding sources.
- Determine the most appropriate governance structure.

RECOMMENDATION: The state of North Dakota should intensify its efforts to bring the various agencies and institutions together to discuss ways for improving the delivery of vocational-technical education and employment and training programs and services for adults—particularly displaced workers, single parents, older workers, and other "at-risk" adults.

The mobile training labs, started in 1979, were a joint effort among Job Training Partnership Act (JTPA), the State Board for Vocational Education, and the North Dakota State College of Science. These Labs provided a significant delivery system for adult and industry training. During FY1986, approximately 500 individuals received training and retraining opportunities. Nearly 175 of these individuals were JTPA clients. The mobile training labs were initially purchased with Comprehensive Employment and Training Act (CETA) funds at a cost of almost $1 million. With the enactment of JTPA, very few JTPA programs require the use of the mobile labs. JTPA regulations do not allow equipment purchased by JTPA or CETA to be used for non-JTPA activities. This joint project was, therefore, terminated as of June 30, 1986. As a result of this termination, the future use of these mobile training labs is uncertain. With the increased need for adult and industry training, retraining and upgrading, it seems imperative that the mobile training labs be reactivated.

RECOMMENDATION: The state of North Dakota should determine the most effective method for the state to acquire the use of the mobile labs, along with the most effective method for operating the labs within a total delivery system for adult and industry training, retraining, and upgrading.

A recent North Dakota study titled "Children and Adolescents at Risk" (CAAR) identified several preventative efforts which should be undertaken for "at-risk" youth. Many of the concepts and competencies taught in ongoing consumer and homemaking classes are specifically designed to address the kinds of efforts recommended in the report. Yet, in the report, consumer and homemaking education was either overlooked or ignored as being a viable option for addressing the specific needs of at-risk youth. Consumer and homemaking teachers are prepared through preservice college programs and ongoing in-service training to provide quality instruction on much of the curriculum recommended as needed by the Commission on Children and Adolescents at Risk.

RECOMMENDATION: The state of North Dakota should consider having consumer and homemaking education formally respond to the Commission on Children and Adolescents at Risk (CAAR) report and be included along with the Department of Public Instruction, Health Department, and Human services Department to jointly develop curriculum on:

- Health education (including information such as self-esteem, coping, child development, and parenting, as well as basic physical information).
- Family life education.

- Parenting education.
- Suicide prevention education.
- Alcohol/drug education.
- Other health and societal issues.

The scope and sequence of these curriculums and the role of consumer and homemaking in delivering this curriculum should also be developed.

Through the Council on Vocational Education's review of State Board for Vocational Education activities relating to the elimination of sex-role stereotyping, it was determined that more attention should be given to coordinating activities with other agencies such as Job Service North Dakota or the Department of Public Instruction.

RECOMMENDATION: The state of North Dakota should undertake efforts to bring together appropriate agencies to work jointly to eliminate sex bias and sex-role stereotyping in educational recruiting and job placement practices.

Through the assistance of several agencies and institutions, a variety of education and training programs have been conducted at the State Penitentiary and State Farm. Along with a pre-release program, these education and training programs include welding, carpentry, auto mechanics, General Education Diploma (GED), and reading. While several of these programs have gone through individual program evaluations, there has been no comprehensive review of the overall education and training system for the incarcerated. The addition of a new women's dormitory and the pressure on financial resources of the state give added reason for the need for a review of prison education and training programs.

RECOMMENDATION: The state of North Dakota should conduct an assessment of the overall education and training needs of the inmates at the State Penitentiary and State Farm. The results of this assessment should lead to a comprehensive program planned and implemented in collaboration with other agencies to meet the unique education and training needs of the incarcerated.

TO THE GOVERNOR'S EMPLOYMENT AND TRAINING FORUM

COMMENDATION: The Governor's Employment and Training Forum, Regional Employment and Training Committees, and Job Service North Dakota are to be commended for their leadership in providing vocational-technical education classroom experiences for nearly 1100 Job Training Partnership Act (JTPA) clients within existing vocational-technical education programs. The Council encourages continued cooperation.

There is a growing emphasis on combating illiteracy and also a need to provide transitional services from school to work, for potential dropouts and other at-risk groups. It seems imperative that more coordination occur among the various agencies providing for a productive livelihood for these individuals. The Perkins Act defines academically disadvantaged as an individual who scores at or below the 25th percentile on a standardized achievement or aptitude test, whose secondary school grades are below 2.0 on a 4.0 scale, or who fails to attain minimal academic competencies. Job Training Partnership Act defines a handicapped individual to mean any individual who has a physical or mental disability which for such individual constitutes or results in a substantial handicap to employment. By expanding this definition, greater coordination and cooperation could take place in programming for this special population.

RECOMMENDATION: The Governor's Employment and Training Forum should consider including individuals identified by vocational-technical education as academically disadvantaged as those with a "substantial handicap to employment," making them eligible for services under Title II of Job Training Partnership Act.

During the Evaluation Strategies Workshop, two major issues to emerge were "the need to determine what training to offer" and "the need for leadership to define the role and responsibility for coordination among Job Service, State Board for Vocational Education, Council on Vocational Education, Governor's Employment and Training Forum, Regional Employment and Training Committees, local education agencies, Social Services, and Vocational Rehabilitation." With the present economic downturn, which has forced many more adults to seek training and retraining, a need exists to conduct a comprehensive assessment of the vocational-technical education and employment and training needs in North Dakota.

RECOMMENDATION: The Governor's Employment and Training Forum should consider assessing the extent to which appropriate agencies represent a consistent, integrated, and coordinated approach to meeting the employment and training and vocational-technical education needs of North Dakota.

During the Evaluation Strategies Workshop, several issues were identified regarding the need for improved coordination and linkages between vocational-technical education and Job Training Partnership Act. The Job Training Partnership Act provides State Education Coordination funds primarily to facilitate coordination among the State Education Coordination subcontractors. The Council believes greater coordination, cooperation, and collaboration would occur if these funds were used to provide greater coordination among the appropriate agencies providing

vocational-technical education and employment and training programs and services throughout North Dakota.

RECOMMENDATION: The Governor's Employment and Training Forum, in determining priorities for the 20 percent portion of the State Education Coordination Grants, should give major consideration to addressing the coordination issues that emerged during the Evaluation Strategies Workshop including:

- The need for better linkages between Regional Employment and Training Committees and local advisory committees.
- The need for better coordination among all agencies that provide job training.
- The need to provide continuous leadership development (training) for members of Regional Employment and Training Committees and Governor's Employment and Training Forum.
- The need for greater awareness among Regional Employment and Training Committee members regarding the coordination mandates between the Carl D. Perkins Act and Job Training Partnership Act.
- The need for a deeper commitment for coordination among all leaders of vocational-technical education and job training, including state leadership.
- The need to better define the roles and responsibilities of job training and vocational-technical education so as to create greater linkages.

TO THE STATE BOARD FOR VOCATIONAL EDUCATION

COMMENDATION: The State Board for Vocational Education is to be commended for its leadership in creating and promoting career guidance through cooperative ventures among rural school districts and is encouraged to continue to expand these efforts for students who do not receive guidance and counseling services.

COMMENDATION: The State Board for Vocational Education is to be commended for its leadership in providing services and activities, particularly the updating of staff, equipment, and curriculum, which was a need that surfaced during the Evaluation Strategies Workshop.

While the outcomes for updating staff, equipment, and curriculum are commendable, the process for planning and implementing activities provided for through the expenditure of program improvement funds needs to be updated.

RECOMMENDATION: The State Board for Vocational Education should establish annual priorities from among the 25 approvable activities of Title IIB of the Carl D. Perkins Act for the improvement, expansion, and modernization of vocational-technical education. All eligible schools and institutions should be notified through a Request for Proposal/Application process that funds are available for vocational-technical education programs, services, and activities designed to meet specific priorities. Approval and funding of Title IIB activities should be made separate from state funding so as to avoid the possibility of expending Perkins funds for nonapprovable activities.

During the Evaluation Strategies Workshop, a major issue to emerge was "the need for greater public awareness, especially among educators, of the role and status of skilled people in our society, such as technicians, and a greater appreciation of vocational education's role in preparing people for those roles in our society."

RECOMMENDATION: The State Board for Vocational Education should further develop and expand collaborative efforts, along with other vocational-technical education organizations and the private sector, to develop state and local marketing strategies designed to improve the image and public awareness of vocational-technical education.

There are three additional purposes outlined in the Carl D. Perkins Act which address the present concerns of the federal government relating to vocational-technical education. They are Private Sector Cooperation; Academic Foundations; and Training, Retraining, and Upgrading of Workers. While no funds were set aside for these purposes, the Act intended for states to use funds from the various programs to address these concerns.

RECOMMENDATION: The State Board for Vocational Education should give special consideration to the following areas as they establish annual priorities for the expenditure of Title IIB funds:

- Initiate activities that would improve and strengthen the academic foundations of vocational-technical education students and aid in the application of newer technologies.
- Expand vocational-technical education services to train, retrain, and upgrade employed and unemployed workers in new skills for which there is a demand.
- Solicit greater cooperation between public agencies and the private sector in preparing individuals for employment, promoting the quality of vocational-technical education, and making vocational-technical education more responsive to the labor market.

COMMENDATION: The State Board for Vocational Education is commended for its leadership in creating and expanding vocational-technical education opportunities for disadvantaged and handicapped students.

The overall intent of the Carl D. Perkins Act allocation formula is to provide every handicapped and disadvantaged student in the state with an opportunity to receive vocational support services. At present, vocational special needs programs tend to be operating in large/urban schools while area vocational guidance programs serve primarily small/rural schools. By integrating vocational support services and activities for handicapped and disadvantaged students with the "area vocational guidance program," more students would be able to benefit from such services and, thus, be better served by vocational-technical education.

RECOMMENDATION: The State Board for Vocational Education should consider integrating the delivery of vocational support services into "area vocational guidance programs" for disadvantaged and handicpaped students who do not have access to vocational support services.

The allocation formula includes, as a factor, the number of handicapped and disadvantaged students enrolled in vocational-technical education programs. For the purpose of distributing federal funds based on the allocation formula, "vocational-technical education" should be clearly defined. Does industrial arts or consumer and homemaking count as vocational-technical education? If so, should students who are enrolled in nonreimbursed consumer and homemaking or industrial arts be included in the total? Presently, students enrolled in nonreimbursed vocational-technical education programs at institutions of higher education are counted in the allocation formula for postsecondary schools. A clarification in the definition of vocational-technical education could make a significant difference in the amount of handicapped and disadvantaged funds a school is eligible to receive.

RECOMMENDATION: The State Board for Vocational Education should review procedures that schools and institutions use to calculate the allocation formula for the distribution of disadvantaged and handicapped funds.

Currently, several programs funded by various state agencies exist which provide programs and services similar to those of the single parent/homemaker program. Displaced homemaker programs, adult learning centers, and human service programs are examples of these types of programs. The Request for Proposal for single parent/homemaker programs called for a description of the relationship with these other programs or services in the community or district. However, there is some indication that some duplication may be occurring, particularly in communities where the single parent program is not tied in directly to the adult learning centers.

RECOMMENDATION: The State Board for Vocational Education should consider expanding the proposal review committee, for determining single parent/homemaker and other special projects, to include representatives from agencies and community-based groups who deliver similar types of programs and services called for in the Request for Proposal.

APPENDICES

A - Relationship between the Perkins Act and JTPA

B - Approvable Expenditures under Title IIB of the Perkins Act

C - Glossary

APPENDIX A

RELATIONSHIP BETWEEN THE PERKINS ACT AND JTPA

To accurately assess vocational-technical education and JTPA, a clear understanding must be made of the relationship that exists between the two major funding sources—Carl D. Perkins Act and the Job Training Partnership Act—and their delivery in North Dakota. The following outlines the major similarities and differences.

SIMILARITIES

- Both Acts allocated large amounts of funds for job training and vocational-technical education. For FY1986, the JTPA allocation amounted to $6,683,551; the Perkins Act allocation amounted to $3,226,555.
- Both Acts target services to economically disadvantaged individuals, dislocated workers, displaced homemakers, incarcerated, older workers, handicapped, and school dropouts.
- Both Acts provide funds to be held at the state level for administrative or technical assistance purposes.
- Both Acts make references to each other designed to increase the coordination efforts between vocational-technical education and JTPA.
- Both Acts require states to develop State Plans over the same plan periods, which indicate how the funds are to be expended and how each system plans to coordinate with the other.

DIFFERENCES

- Administration
  - Perkins Act is an education law, administered by the U.S. Department of Education through a grant to the State Board for Vocational Education.
  - JTPA is a labor law, administered by the U.S Department of Labor through a grant to the Governor.
- Legislative Intent
  - Perkins Act is designed to assist states to improve, modernize, and expand vocational-technical education and assure access to those individuals inadequately served by vocational-technical education programs.
  - JTPA is designed to serve the poor and other individuals with serious barriers to employment.
- Governance
  - Perkins Act funds are governed by the State Board for Vocational Education which is made up of seven Governor-appointed members. Members also serve as the State Board of Public School Education, which consists mainly of educators and school board members. The chief state school officer is also a member of the State Board for Vocational Education.
  - 78 percent of the JTPA funds are governed by the Governor's Employment and Training Forum, which serves as both the State Job Training Coordinating Council and the Private Industry Council. The leadership, as well as the majority of the 35 members, is representative of the private sector. The remaining 22 percent is administered directly through the Governor's office.
- Clientele
  - Perkins Act funds are dedicated to providing all students, particularly special population groups, with quality vocational instruction in recognized vocational-technical education areas such as agriculture, office occupations, etc., and to providing eligible individuals with special support services designed to assist them to succeed in such instruction.
  - JTPA provides job training services and programs to economically disadvantaged individuals. In addition to enrolling them in vocational-technical education, JTPA job training services include on-the-job training contracts, public sector work experience, job search assistance, and remedial classroom education.
- Orientation
  - Perkins Act is "program oriented," designed to assist schools and institutions with the cost of providing vocational-technical education, including instructional salaries, equipment, travel, etc.
  - JTPA is "client oriented," designed to assist individual clients with tuition and other training costs to enroll in vocational-technical

education and other job training services.

- Delivery system
  - Perkins Act funds flow through the State Board for Vocational Education to schools and institutions to operate vocational-technical education programs, services, and activities.
  - JTPA funds flow through local job service offices to provide clients with job training services provided by schools or employers.
- Performance Standards
  - Perkins Act does not require performance standards.
  - JTPA sets specific performance standards such as percent of entered employment, cost per entered employment, average wage, etc.
- Matching Requirements
  - Perkins Act requires a 50/50 match on all funds with the exception of three programs designed for accessibility for special population groups.
  - JTPA requires no match except on the State Education Coordination Grants and for dislocated workers.
- State and Local Funding
  - In addition to federal funds allotted by the Perkins Act, state and local funds are provided for vocational-technical education.
  - There are no additional state or local funds expended to supplement programs provided for by JTPA, except the match requirement for the State Education Coordination Grants and the dislocated worker program.
- Definition for Economically Disadvantaged
  - The Perkins Act sets five conditions from which the state may select one or more to define an economically disadvantaged family or individual. The State Board for Vocational Education selected four conditions, excluding "Eligibility for participation in programs assisted under Title II of the JTPA."
  - JTPA sets four conditions which the state must use as its definition for economically disadvantaged. The Secretary of Labor permitted states to define a handicapped individual as a family of one whereby his/her income would be the determinant for meeting the definition of economically disadvantaged.

APPENDIX B

APPROVABLE EXPENDITURES UNDER TITLE IIB

CARL D. PERKINS VOCATIONAL EDUCATION ACT OF 1984

PURPOSE (1) To assist states to expand, improve, modernize, and develop quality vocational education programs in order to meet the needs of the nation's existing and future work force for marketable skills and to improve productivity and promote economic growth.

Section A — (nonmaintenance activities)

(a) Improvement of vocational education programs within the state designed to improve the quality of vocational education, including high-technology programs involving an industry-education partnership and apprenticeship programs.

(b) Expansion of vocational education activities necessary to meet student needs and the introduction of new vocational programs, particularly in economically depressed urban and rural areas of the state.

(c) Introduction of new vocational education programs, particularly in economically depressed urban and rural areas.

(d) Creation or expansion of programs to train workers in skilled occupations needed to revitalize businesses and industries or to promote the entry of new businesses and industries into a state or community.

(e) Exemplary and innovative programs which stress new and emerging technologies and which are designed to strengthen vocational education services and activities.

(f) Improvement and expansion of postsecondary and adult vocational education programs and related services for out-of-school youth and adults, which may include upgrading the skills of:
   (1) Employed workers.
   (2) Workers who are unemployed or threatened with unemployment as a result of technological change or industrial dislocation.
   (3) Workers with limited English proficiency.
   (4) Displaced homemakers and single heads of households.

(g) Improvement and expansion of career counseling and guidance projects, services, or activities.

(h) Expansion and improvement of programs at area vocational education schools.

(i) Conducting special courses and teaching strategies designed to teach the fundamental principles of mathematics and science through practical applications which are an integral part of the student's prevocational or vocational program.

(j) Activities of vocational student organizations that are carried out as an integral part of the secondary and postsecondary instructional program.

(k) Prevocational programs.

(l) Modern industrial arts programs and agricultural arts programs.

(m) Provision of vocational education through arrangements with private vocational education institutions, private postsecondary educational institutions, and employers of these institutions or employers:
   (1) Can make a significant contribution to attaining the objectives of the Act.
   (2) Can provide substantially equivalent preparation at a lesser cost.
   (3) Can provide equipment or services not available in public institutions.

(n) Improvement or expansion of any other vocational education activities authorized under the Vocational Education Opportunities Program.

Section B — (activities which may be maintained)

(o) Technical assistance and research.

(p) Programs relating to curriculum development in vocational education within the state, including the application of basic skill training.

(q) Assignment of personnel to work with employers and eligible recipients in a region in order to coordinate efforts to ensure that vocational programs are responsive to the labor market and supportive of apprenticeship training programs.

(r) Acquisition of equipment and the renovation of facilities necessary to improve or expand vocational education programs within the state.

(s) Provision of stipends for students entering or already enrolled in vocational education programs and who have acute economic needs which cannot be met under the work-study programs. The amount of the stipend may be the larger of either the minimum wage prescribed by state or local law, or the minimum hourly wage set under the Fair Labor Standards Act of 1938 as amended.

(t) Placement services for students who have successfully completed vocational education programs, including special services for handicapped individuals and cooperative efforts with rehabilitation programs.

(u) Day care services for children of students in secondary and postsecondary vocational education programs.

(v) Construction of area vocational education school facilities in areas having a demonstrated need for those facilities.

(w) Acquisition of high-technology equipment for vocational education programs.

(x) Acquisition and operation of communications and telecommunications equipment for vocational education programs.

Section C — (activities which may be maintained)

(y) A state shall use funds under this program for subgrants to support in-service and preservice training designed to increase the competence of vocational education teachers, counselors, and administrators, with special emphasis on the integration of handicapped and disadvantaged students in regular courses of vocational education.

APPENDIX C
GLOSSARY

ADMINISTRATION. Activities of a state necessary for the proper and efficient performance of its duties under the Act, including supervision, but not including curriculum development activities, personnel development, technical assistance, or research activities.

CAREER GUIDANCE AND COUNSELING. Those programs (1) which pertain to the body of subject matter and related techniques and methods organized for the development in individuals of career awareness, career planning, career decision-making, placement skills, and knowledge and understanding of local, state, and national occupational, educational, and labor market needs, trends, and opportunities, and (2) which assist individuals in making and implementing informed educational and occupational choices.

COMMUNITY-BASED ORGANIZATION. A private nonprofit organization of demonstrated effectiveness which is representative of communities or significant segments of communities and which provides job training services (for example, Opportunities Industrialization Centers, the National Urban League, SER-jobs for Progress, United Way of America, Mainstream, The National Puerto Rican Forum, National Council of La Raza, 70,001, Jobs for Youth, organizations operating career intern programs, neighborhood groups and organizations, community action agencies, community development corporations, vocational rehabilitation organizations, rehabilitation facilities [as defined in section 7[10] of the Rehabilitation Act of 1973], agencies serving youth, agencies serving the handicapped, agencies serving displaced homemakers, union-related organizations, and employer-related nonprofit organizations), or an organization of demonstrated effectiveness serving nonreservation Indians (including the National Urban Indian Council), as well as tribal governments and Native Alaskan groups.

CRIMINAL OFFENDER. Any individual who is charged with or convicted of any criminal offense, including a youth offender or a juvenile offender.

CORRECTIONAL INSTITUTION. Any prison, jail, reformatory, work farm, detention center, or halfway house, community-based rehabilitation center, or any other similar institution designed for the confinement or rehabilitation of criminal offenders.

CURRICULUM MATERIALS. Instructional and related or supportive material, including materials using advanced learning technology, in any occupational field which is designed to strengthen the academic foundation and prepare individuals for employment at the entry level or to upgrade occupational competencies of those previously or presently employed in any occupational field, and appropriate counseling and guidance material.

DISADVANTAGED. Individuals (other than handicapped individuals) who have economic or academic disadvantages and who require special services and assistance in order to enable them to succeed in vocational education programs. The term includes individuals who are members of economically disadvantaged families, migrants, individuals who have limited English proficiency and individuals who are dropouts from, or who are identified as potential dropouts from, secondary school. For the purpose of this definition, an individual who scores at or below the 25th percentile on a standardized achievement or aptitude test, whose secondary school grades are below 2.0 on a 4.0 scale (where the grade "A" equals 4.0), or fails to attain minimal academic competencies may be considered "academically disadvantaged." The definition does not include individuals with learning disabilities.

ECONOMICALLY DEPRESSED AREA. An economically integrated area within any state in which a chronically low level of economic activity or a deteriorating economic base has caused such adverse effects as (1) a rate of unemployment which has exceeded by 50 per centum or more the average rate of unemployment in the state, or in the nation, for each of the three years preceding the year for which the designation is made, or (2) a large concentration of low-income families, the designation of which is approved by the Secretary as consistent with the purposes of the Act, with these criteria, and with such other criteria as the Secretary may prescribe.

ECONOMICALLY DISADVANTAGED FAMILY OR INDIVIDUAL. A family or individual which the State Board identifies as low income on the basis of uniform methods that are described in the State Plan. A state must use one or more of the following standards as an indicator of low income:

(1) Annual income at or below the official poverty line established by the Director of the Office of Management and Budget.
(2) Eligibility for free or reduced-priced school lunch.
(3) Eligibility for Aid to Families with Dependent Children or other public assistance programs.
(4) Receipt of a Pell Grant or comparable state program of need-based financial assistance.
(5) Eligibility for participation in programs assisted under Title II of the Job Training Partnership Act.

HANDICAPPED. When applied to individuals, means individuals mentally retarded, hard of hearing, deaf, speech or language impaired, visually handicapped, seriously emotionally disturbed, orthopedically impaired, other health impaired, deaf-blind, multihandicapped, or persons with specific learning disabilities, who by reason thereof require special

education and related services and who, because of their handicapping condition, cannot succeed in the regular vocational education program without special education assistance.

HIGH TECHNOLOGY. Means state-of-the-art computer, microelectronic, hydraulic, pneumatic, laser, nuclear, chemical, telecommunication, and other technologies being used to enhance productivity in manufacturing, communication, transportation, agriculture, mining, energy, commercial, and similar economic activity, and to improve the provision of health care.

HOMEMAKER. An individual who (1) is an adult, and (2) has worked as an adult primarily without remuneration to care for the home and family, and for that reason has diminished marketable skills.

INSTITUTION OF HIGHER EDUCATION. An institution of higher education as defined in section 1201 of the Higher Education Act of 1965.

JTPA. Job Training Partnership Act (P.L. 97-300).

LIMITED ENGLISH PROFICIENCY. When used with reference to individuals, means individuals who were not born in the United States or whose native language is a language other than English; who came from environments where a language other than English is dominant; who are American Indian and Alaskan Native students and who come from environments where a language other than English has had a significant impact on their level of English language proficiency; and who by reason thereof have sufficient difficulty speaking, reading, writing, or understanding the English language to deny those individuals the opportunity to learn successfully in classrooms where the language of instruction is English or to participate fully in our society.

LOCAL EDUCATIONAL AGENCY. A board of education or other legally constituted local school authority having administrative control and direction of public elementary or secondary schools in a city, county, township, school district, or political subdivision in a state, or any other public educational institution or agency having administrative control and direction of a vocational education program.

POSTSECONDARY EDUCATIONAL INSTITUTION. An institution legally authorized to provide postsecondary education within a state, or any postsecondary educational institution operated by or on behalf of any Indian tribe which is eligible to contract with the Secretary of the Interior for the administration of programs under the Indian Self-Determination and Education Assistance Act or under the Act of April 16, 1934.

SINGLE PARENT. An individual who (1) is unmarried or legally separated from a spouse, and (2) has a minor child or children for which the parent has either custody or joint custody.

VOCATIONAL EDUCATION. Organized educational programs which are directly related to the preparation of individuals for paid or unpaid employment in such fields as agriculture, business occupations, home economics, health occupations, marketing and distributive occupations, technical and emerging occupations, modern industrial and agriculture arts, and trades and industrial occupations, or for additional preparation for a career in those fields, and in other occupations requiring other than a baccalaureate or advanced degree and vocational student organization activities as an integral part of the program. For purposes of this definition, "organized education program" means only (1) instruction, including career guidance and counseling, related to the occupation or occupations for which the students are in training or instruction necessary for students to benefit from that training, and (2) the acquisition, including leasing, maintenance, and repair, of instructional equipment, supplies, and teaching aids. The term does not mean construction, acquisition of initial equipment or buildings, or the acquisition or rental of land.

VOCATIONAL STUDENT ORGANIZATIONS. Organizations for individuals enrolled in vocational education programs which engage in activities as an integral part of the instructional program. These organizations may have state and national units which aggregate the work and purposes of instruction in vocational education at the local level.

1986-87 MEMBERS
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Sheila Christensen, vice chairperson of the Council, is a computer typist with Northwestern Bell Telephone Company, Fargo. She also represents the Council on the Governor's Employment and Training Forum.

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